

# Mississippi Department of Corrections' FY 2022 Cost Per Inmate Day

A Report to the Mississippi Legislature  
Report #679  
December 13, 2022



# PEER Committee

Kevin Blackwell, Chair  
Jerry Turner, Vice-Chair  
Becky Currie, Secretary

## Senators:

Lydia Chassaniol  
Dean Kirby  
Chad McMahan  
Sollie Norwood  
John Polk  
Charles Younger

## Representatives:

Richard Bennett  
Cedric Burnett  
Carolyn Crawford  
Timmy Ladner  
Percy Watson

## Executive Director:

James F. (Ted) Booth

## About PEER:

The Mississippi Legislature created the Joint Legislative Committee on Performance Evaluation and Expenditure Review (PEER Committee) by statute in 1973. A joint committee, the PEER Committee is composed of seven members of the House of Representatives appointed by the Speaker of the House and seven members of the Senate appointed by the Lieutenant Governor. Appointments are made for four-year terms, with one Senator and one Representative appointed from each of the U.S. Congressional Districts and three at-large members appointed from each house. Committee officers are elected by the membership, with officers alternating annually between the two houses. All Committee actions by statute require a majority vote of four Representatives and four Senators voting in the affirmative.

Mississippi's constitution gives the Legislature broad power to conduct examinations and investigations. PEER is authorized by law to review any public entity, including contractors supported in whole or in part by public funds, and to address any issues that may require legislative action. PEER has statutory access to all state and local records and has subpoena power to compel testimony or the production of documents.

PEER provides a variety of services to the Legislature, including program evaluations, economy and efficiency reviews, financial audits, limited scope evaluations, fiscal notes, and other governmental research and assistance. The Committee identifies inefficiency or ineffectiveness or a failure to accomplish legislative objectives, and makes recommendations for redefinition, redirection, redistribution and/or restructuring of Mississippi government. As directed by and subject to the prior approval of the PEER Committee, the Committee's professional staff executes audit and evaluation projects obtaining information and developing options for consideration by the Committee. The PEER Committee releases reports to the Legislature, Governor, Lieutenant Governor, the agency examined, and the general public.

The Committee assigns top priority to written requests from individual legislators and legislative committees. The Committee also considers PEER staff proposals and written requests from state officials and others.



# Joint Legislative Committee on Performance Evaluation and Expenditure Review

PEER Committee

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P.O. Box 1204 | Jackson, Mississippi 39215-1204

## Senators

Kevin Blackwell  
Chair  
Lydia Chassaniol  
Dean Kirby  
Chad McMahan  
Sollie Norwood  
John Polk  
Charles Younger

December 13, 2022

Honorable Tate Reeves, Governor  
Honorable Delbert Hosemann, Lieutenant Governor  
Honorable Philip Gunn, Speaker of the House  
Members of the Mississippi State Legislature

On December 13, 2022, the PEER Committee authorized release of the report titled *Mississippi Department of Corrections' FY 2022 Cost Per Inmate Day*.

## Representatives

Jerry Turner  
Vice Chair  
Becky Currie  
Secretary  
Richard Bennett  
Cedric Burnett  
Carolyn Crawford  
Timmy Ladner  
Percy Watson

Senator Kevin Blackwell, Chair

## Executive Director

James F. (Ted) Booth

**This report does not recommend increased funding or additional staff.**

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# Mississippi Department of Corrections' FY 2022 Cost Per Inmate Day

## Report Overview

### Background

During its 1994 special session, the Legislature passed Senate Bill 2005 (now codified as MISS. CODE ANN. Section 47-5-1201 [1972] et seq.) to address short- and long-term bed capacity within the state's correctional system. The bill created the State Prison Emergency Construction and Management Board to expedite the contracting and construction of proposed public and private prison facilities authorized by the bill.

MISS. CODE ANN. Section 47-5-1211 (3) (a) (1972) states:

*No contract for private incarceration shall be entered into unless the cost of the private operation, including the state's cost for monitoring the private operation, offers a cost savings of at least ten percent (10%) to the Department of Corrections for at least the same level and quality of service offered by the Department of Corrections.*

The law also required that the state cost per inmate day be certified annually by a certified public accountant and that the certified cost be used as the basis for verifying the 10% savings required for private contractor costs. Historically, MDOC used the cost of operation of similar units and adjusted them to recognize economies of scale to arrive at a cost of operation of a 500- or 1,000-bed facility.

During its 2012 Regular Session, the Legislature passed H.B. 440 (amending MISS. CODE ANN. Section 47-5-1211 [1972]), which requires the cost per inmate day calculation to occur every two years instead of annually and to require development of a current cost-based model for the calculation. This report serves as the model for the basis of the cost per inmate day calculation.

### Using the Cost-based Model Method

H.B. 440 requires MDOC to use a cost-based model to calculate the state's inmate cost per day to operate a certain type of prison facility. Given a certain number of inmates and their security classification, the model facility's projected operating costs include costs associated with the required security staffing configuration and common system-wide costs such as medical and food, and associated MDOC administrative costs. By determining the state's cost to operate the model facility, MDOC has an inmate cost per day projection that serves as the basis in negotiating with a potential contractor to operate a private prison facility at the minimum ten percent savings required by state law. Because the cost-based model approach is specific to a certain type of privately operated facility, MDOC's state cost projection does not represent MDOC's costs to operate any of the three state operated facilities—i.e., Mississippi State Penitentiary [Parchman], Central Mississippi Correctional Facility [Rankin County], and South Mississippi Correctional Institution [Greene County].

In calculating the state's costs for a model facility, MDOC projects the facility's security staffing configuration—e.g., correctional officers and their supervisors—which is based on the number of inmates to be housed in the facility and their various security classifications. Costs of the model facility also include those associated with non-security personnel, such as a Deputy Warden for Programs, case managers, chaplains, and Division of Records personnel. Some non-security personnel are independent of the number of inmates while others are dependent on the size of the facility. Other system-wide costs, such as medical, food, and MDOC administrative costs are also included in the model calculations.

## Analysis of Changes in Cost Per Inmate Day

**Calculated operating costs related to security personnel increased approximately 30% from FY 2020 to FY 2022. MDOC attributed this increase to a new personnel scheduling model and the implementation of the state's new compensation system.**

As a component of its oversight, PEER reviewed the results of the *Mississippi Department of Corrections Schedule of Average Daily Costs Per Inmate Day for a Model Facility*. PEER analysis notes an increase in the operating costs for security personnel of approximately 30% (i.e., costs increased from \$20.66 for FY 2020 to \$26.77 for FY 2022).

In discussions with staff from MDOC and the contracted auditor, MDOC attributed this increase in cost to a new scheduling model utilizing 12-hour shifts (the previous model utilized 8-hour shifts) and the implementation of the state's new compensation system, SEC2.<sup>1</sup>

PEER analysis showed that cost for non-security personnel declined by approximately 36% (i.e., per-inmate costs decreased from \$7.24 in FY 2020 to \$4.65 in FY 2022). MDOC reported that the facility expenditures utilized to provide historical costs for the FY 2022 report were based on expenditures for an increased inmate population. However, as highlighted on pages 10 and 11, non-security personnel costs may be unrelated to the number of inmates housed in a facility (i.e., additional inmates may not necessitate the hiring of additional office/clerical personnel). This means that similar year-to-year operating costs may have been allocated over a larger inmate pool, resulting in a lower cost per inmate calculation.

## Negotiating Private Prison Payments

**MDOC should negotiate private prison contracts to yield savings significantly greater than the 10% required by law.**

State law requires that private prisons represent *at least a 10% savings to MDOC's costs for the same level and quality of services*. It should be noted that cost savings offered by private prisons may exceed the 10% threshold. Therefore, when negotiating private prison contract per diems, items borne solely by the state should be eliminated and due consideration given to reducing other costs in which the state bears additional or different costs than the costs incurred by private prisons.

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<sup>1</sup> SEC2 is Mississippi's new compensation system that went into effect January 1, 2022. SEC2 was developed by the Mississippi State Personnel Board to create a classification system that is fair and equitable and allows for recruitment, retention, and motivation of a qualified workforce.

# **Mississippi Department of Corrections**

## **Schedule of Average Daily Costs Per Inmate for a Model Facility**

**June 30, 2022**

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# Mississippi Department of Corrections

June 30, 2022

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## Independent Accountant's Report

Mississippi Joint Legislative Committee on  
Performance Evaluation and Expenditure Review  
Jackson, Mississippi

We have examined the State of Mississippi Department of Corrections' (MDOC) Schedule of Average Daily Costs Per Inmate for a Model Facility (the Schedule) for the year ended June 30, 2022, to determine whether it has been calculated in accordance with the measurement and disclosure criteria set forth in the Cost Based Model Description (CBMD) dated June 30, 2012, as amended, on file with the Mississippi Joint Legislative Committee on Performance Evaluation and Expenditure Review. MDOC's management is responsible for the Schedule. Our responsibility is to express an opinion on the Schedule based on our examination.

Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants. Those standards require that we plan and perform the examination to obtain reasonable assurance that the Schedule is based on the criteria, in all material respects. An examination involves performing procedures to obtain evidence about the Schedule. The nature, timing, and extent of procedures selected depend on our judgment, including an assessment of the risks of material misstatement of the Schedule, whether due to fraud or error. We believe the evidence we obtained is sufficient and appropriate to provide a reasonable basis for our opinion.

We are required to be independent and to meet our other ethical responsibilities in accordance with relevant ethical requirements relating to the engagement.

The Schedule is based on the most accurate data and information available from MDOC staff at this time and is based on financial information that has not been subject to audit. Should MDOC's management significantly alter the assumptions in the design, construction, and operational concept for a model prison as presented in this report, the daily costs per state inmate amount would change.

In our opinion, MDOC's Schedule of Average Daily Costs Per Inmate for a Model Facility for the year ended June 30, 2022, has been calculated based on the measurement and disclosure criteria set forth in the CBMD dated June 30, 2012, as amended, on file with the Mississippi Joint Legislative Committee on Performance Evaluation and Expenditure Review, in all material respects.

**FORVIS,LLP**

Jackson, Mississippi  
December 6, 2022

**Mississippi Department of Corrections**  
**Schedule of Average Daily Costs**  
**Per Inmate for a Model Facility**  
**Year Ended June 30, 2022**

<b>Allocated Costs</b>	
Parole Board	\$ 0.11
<b>Operating Costs of the Unit</b>	
Security personnel	26.77
Nonsecurity personnel	4.65
Other operating costs	
Food	2.48
Medical	12.68
Utilities	2.64
Total operating costs	49.22
<b>Other Costs</b>	
All other costs	9.91
Total per day cost	\$ 59.24

**Mississippi Department of Corrections**  
**Notes to Schedule of Average Daily Costs**  
**Per Inmate for a Model Facility**  
**June 30, 2022**

**Note 1: Organization**

***Description of Entity***

The State of Mississippi Department of Corrections (MDOC or the Department) has the responsibility for the care, custody, training, supervision, and treatment of offenders committed to the Department and to plan, develop, coordinate, and manage a statewide comprehensive correctional system.

MDOC includes the following facilities:

- ***Mississippi State Penitentiary (MSP)*** – MSP is a correctional facility located in Sunflower County, Mississippi which had the capacity to incarcerate 2,260 adult male felons as of June 30, 2022.
- ***Central Mississippi Correctional Facility (CMCF)*** – CMCF is a correctional facility located in Rankin County, Mississippi that houses minimum, medium, and maximum security inmates. CMCF serves as the central receiving and classification center for MDOC and had the capacity to incarcerate 3,883 offenders, including female offenders, as of June 30, 2022.
- ***South Mississippi Correctional Institution (SMCI)*** – SMCI is a correctional institution located in Greene County, Mississippi which had the capacity to incarcerate 2,682 medium and maximum security adult felons as of June 30, 2022.
- ***Marshall County Correctional Facility (MCCF)*** – MCCF is a correctional institution located in Marshall County, Mississippi which has the capacity to incarcerate 900 medium and maximum security adult felons as of June 30, 2022. Prior to September 16, 2021, this facility was a private prison.
- ***Walnut Grove Correctional Facility (WGCF)*** - WGCF is located in Walnut Grove within Leake County. WGCF was reopened November 2021 and houses a capacity of 1,496 inmates. The facility offers re-entry programs in addition to alcohol and drug rehabilitation, vocational training, and security threat group management.

MDOC also administers correctional operations through other facilities. These other facilities are as follows:

- MDOC operates restitution and work centers throughout the state which house inmates.
- MDOC also contracts with privately operated prisons and regional correctional authorities to incarcerate inmates. Inmates are also incarcerated in county operated jails. MDOC is responsible for certain administrative functions and medical care related to inmates incarcerated by others.

During its 1994 special session, the Legislature passed Senate Bill 2005 (now codified as Miss. Code Ann. Section 47-5-1201 et seq. [1972]) to address short- and long-term bed capacity within the state's correctional system. The bill created the State Prison Emergency Construction and

**Mississippi Department of Corrections**  
**Notes to Schedule of Average Daily Costs**  
**Per Inmate for a Model Facility**  
**June 30, 2022**

Management Board to expedite the contracting and construction of proposed public and private prison facilities authorized by the bill. Miss. Code Ann. Section 47-5-1211(3)(a) (1972) states:

*No contract for private incarceration shall be entered into unless the cost of the private operation, including the state's cost for monitoring the private operation, offers a cost savings of at least ten percent (10%) to the Department of Corrections for at least the same level and quality of service offered by the Department of Corrections.*

This section also requires the Mississippi Joint Legislative Committee on Performance Evaluation and Expenditure Review (PEER) to contract annually with a certified public accounting firm to establish a state cost per inmate day for a comparable state facility. Originally, cost was to be established for medium security inmates only. In subsequent years, MDOC has planned the housing of different classifications of prisoners, and PEER has provided cost estimates for those classifications as well.

The law further requires the state cost per inmate day be certified biannually by a certified public accountant and the certified cost be used as the basis for verifying the 10% savings required for private contractor costs.

Chapter 964, Laws of 1996 (Local and Private) established the East Mississippi Correctional Facility Authority (the Authority). The bill authorized the Authority to contract with MDOC for the private incarceration in a psychiatric facility of up to 1,000 prisoners in compliance with the provisions of Miss. Code Ann. Sections 47-5-1211 through 47-5-1227 (1972). During the 2007 regular session, the Legislature passed House Bill 1764, which amended Chapter 964, Laws of 1996 (Local and Private), to allow MDOC to contract with the Authority for the private incarceration of not more than 1,500 in the psychiatric facility in Lauderdale County.

As MDOC's methods of incarceration have evolved over the period since 1994, these changes have resulted in increasing challenges to identify and isolate operations at MDOC, which provide representations of actual operations at MDOC similar to those which exist at private incarceration facilities. These challenges are primarily in relation to the size of facilities, as well as the mission of the facilities. For example, MDOC presently contracts with a private enterprise for the care and custody of 553 psychiatric needs inmates at the East Mississippi Correctional Facility. No similar unit of any significant size exists within MDOC. Historically, MDOC has taken the cost of operation of similar mission units and applied adjustments to recognize economies of scale, either positive or negative, to arrive at a cost of operation of a 500 or 1,000-bed facility. Such adjustments attempt to consider the cost behavior of similar facilities, but resulting costs are highly sensitive to changes in inmate days if the model facility is very small.

In 2012, in recognition of the challenges of identifying pure historical cost models of facilities subject to privatization, PEER recommended certain changes to the Miss. Code Ann. Section 47-5-1211 to provide more flexibility in the development of cost per day calculations.

During the 2012 regular session of the Mississippi Legislature, House Bill No. 440 (HB440) was passed and signed by the Governor. This bill amended Miss. Code Ann. Section 47-5-1211 to require the cost per inmate day calculation to occur every two years instead of annually and to require PEER and MDOC to develop a current cost-based model for this calculation. HB440 did

**Mississippi Department of Corrections**  
**Notes to Schedule of Average Daily Costs**  
**Per Inmate for a Model Facility**  
**June 30, 2022**

not change the intent of this law, as Section 47-5-1211(3)(a) was not changed. It states, "No contract for private incarceration shall be entered into unless the cost of the private operation, including the state's cost for monitoring the private operation, offers a cost savings of at least ten percent (10%) to the Department of Corrections for at least the same level and quality of service offered by the Department of Corrections." Under Section 47-5-1211(3)(c), PEER, in conjunction with MDOC, has developed a cost-based model (CBM) to serve as the basis for the cost per inmate day calculation and report. The model is updated by PEER and MDOC for contractual or other changes which may affect the calculation methodology and disclosures of the inmate cost per day.

**Note 2: Basis of Presentation**

The Schedule of Average Daily Costs Per Inmate for a Model Facility (the Schedule) was developed in accordance with the aforementioned CBM and is based on the historical cost of MDOC. The model facility used for this presentation is a 1,000-bed facility. The inmate population demographics are based on hypothetical assumptions and facility layouts, but the average cost of all MDOC managed facilities was used for cost purposes in this hypothetical CBM.

**Allocated Parole Costs** – Allocated parole costs per state inmate day for the model facility are derived by dividing the cost of operations for all inmate facilities included in MDOC by the total inmate days incurred at all inmate facilities included in MDOC during the fiscal year ended June 30, 2022. The number of inmate days used in this calculation was obtained from census reports prepared daily on a system-wide basis. Parole costs were determined from MDOC's internal accounting records, which reflect final adjusted costs by fund.

**Operating Costs** – Costs of basic confinement and prison programs are presented separately to facilitate an understanding of the operating costs. In arriving at amounts presented in the accompanying Schedule, certain reclassifications and allocations were necessary. Explanations of certain operating cost categories presented, together with explanations of the significant reclassifications and allocations, are as follows:

**Personnel Costs** – Salary costs include costs directly associated with incarceration and are included based on needs for the specific hypothetical model facility.

**Food Costs** – For its state run facilities, MDOC has contracted with The Merchants Company (Merchants). Merchants charges MDOC a per diem for meals served inside the prison. The per diem is based on the number of inmates per day and serves as the basis for the cost per day in the model.

**Medical Costs** – For its state run facilities, MDOC has contracted with VitalCore Health Strategies, LLC (VitalCore). VitalCore charges MDOC a per diem for basic medical care for

**Mississippi Department of Corrections**  
**Notes to Schedule of Average Daily Costs**  
**Per Inmate for a Model Facility**  
**June 30, 2022**

inmates provided inside the prison. MDOC is responsible for all specialty care, hospitalizations, and security services when outside the prison.

Contractual basic care	\$	8.95
Specialty care		3.30
Medical security for specialty care		0.43
 Total medical cost per day	 \$	 12.68

**Utilities** – Utility costs include costs to maintain lighting, heating, and water and sewer services to each operating unit. These costs include electricity, natural gas, and water and sewer services that are billed by local utility providers. In the presentation of the model facility, actual costs by an approximate 1,000-bed facility for the year ended June 30, 2022 have been utilized.

**Costs Not Included** – Operating costs for MDOC have been adjusted to exclude capital expenditure and capital improvement costs, including costs applicable to debt service, construction, and renovation of facilities. Additionally, costs for commissary/canteen services, along with the inmate welfare fund, are not included in the model, as they are considered self-supportive.

**Note 3: Personnel Costs**

***Security Personnel Costs***

A security post is an employment position within the facility responsible for security, oversight, and guarding inmates. The number of security posts required to be staffed is based on an assessed need by either MDOC or facility management to sufficiently oversee the inmate population and provide a safe environment for both inmates and officers. Security posts are often manned for different intervals of time (around-the-clock, one position per day, etc.) and can fluctuate based on inmate security level and are subject to a relief factor.

A security post cost is defined as the average salary of each position that will staff a post multiplied by a relief factor for the number of employees required to staff that position for a defined amount of time per day. A security post is expected to be staffed by a mixture of correctional officer positions based on job responsibility, inmate security level, and other requirements.

For purposes of this model, the facility Superintendent/Warden, Deputy Warden for Operations, and Correctional Captains, Lieutenants, Sergeants, and Officers are included as security personnel.

***Nonsecurity Personnel Costs***

Each facility has a number of nonsecurity positions that should be considered in the model. The number of these nonsecurity positions can be either a fixed or variable number. The fixed positions

**Mississippi Department of Corrections**  
**Notes to Schedule of Average Daily Costs**  
**Per Inmate for a Model Facility**  
**June 30, 2022**

are determined on a per facility basis and are independent of the number of inmates, the number of security posts, or other factors. The variable positions can fluctuate, depending on other factors such as the number of inmates, the number of officers, etc. Generally, the fixed positions in the model will be the same from facility to facility, and the variable nonsecurity positions are determined and designed for the model on an as applicable basis.

The positions classified as nonsecurity personnel in the Schedule will include programmatic positions such as Deputy Warden for Programs, Case Managers, Chaplains, Records Department Personnel, Recreations Specialists, and other nonsecurity personnel.

**Note 4: All Other Costs**

All other costs in the accompanying Schedule include MDOC administrative costs such as the Office of the Commissioner of Corrections, the Division of Finance and Administration, the Division of Institutions, the Division of Community Corrections, and the Corrections Investigative Division. Additionally, all other cost categories include facility management and maintenance, costs related to warehousing, payroll and human resources, clothing, bedding and various supplies, some travel costs, vehicle and other equipment costs, officer training, officer uniforms and supplies, as well as inmate education and training.

## **Supplementary Information**

## Independent Accountant's Report on Supplementary Information

Mississippi Joint Legislative Committee on  
Performance Evaluation and Expenditure Review  
Jackson, Mississippi

Our report on our examination of the Schedule of Average Daily Costs Per Inmate for a Model Facility (the Schedule) appears on page 1. Our examination was conducted for the purpose of forming an opinion on that Schedule. The accompanying Schedule of Considerations for Private Prison Contract Negotiations is presented for purposes of additional analysis. Such information has not been subjected to the examination procedures applied to the Schedule and, accordingly, we express no opinion on it.

**FORVIS,LLP**

Jackson, Mississippi  
December 6, 2022

**Mississippi Department of Corrections**  
**Schedule of Considerations for Private Prison Contract Negotiations**  
**June 30, 2022**

		Private Facility					
		Minimum	Medium	Maximum	Minimum	Medium	Maximum
Infrastructure	1	X	X	X	State Provided		
Food		X	X	X	X	X	X
Clothing		X	X	X	X	X	X
Medical and dental care	2	X	X	X	X	X	X
Education		X	X		X	X	
Records	3	X	X	X	State Provided		
Inmate classification and management	3	X	X	X	State Provided		
Offender services	3	X	X	X	State Provided		
Transportation		X	X	X	X	X	X
Parole boards	4	X	X	X	State Provided		
Probation	4	X	X	X	State Provided		
Restitution	4	X	X	X	State Provided		
Drug treatment		X	X	X	X	X	X
Handicap or invalid incarceration		X	X	X	X	X	X
Farming	5	X	X		Not Applicable		
Administrative costs	6	X	X	X	X	X	X
Monitoring costs	7				X	X	X

- <sup>1</sup> Operating costs depend on facility design and security classification.  
<sup>2</sup> Consideration should be given to the level of medical care to be provided and whether the burden of responsibility for extended medical care transfers to the state.  
<sup>3</sup> Costs associated with records, inmate classification, and offender services are provided by the state.  
<sup>4</sup> The costs associated with services provided by the state should not be considered as a part of the contracted rate with a private facility.  
<sup>5</sup> Private facilities do not have farming operations.  
<sup>6</sup> Private facilities have fewer administrative responsibilities than the responsibilities of the state.  
<sup>7</sup> Private facilities reimburse MDOC for monitoring costs.

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